110TH CONGRESS 1ST SESSION

S. 1681

To provide for a paid family and medical leave insurance program, and for other purposes.

IN THE SENATE OF THE UNITED STATES

June 21, 2007

Mr. Dodd (for himself and Mr. Stevens) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To provide for a paid family and medical leave insurance program, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Family Leave Insur-
- 5 ance Act of 2007".
- 6 SEC. 2. CONGRESSIONAL FINDINGS.
- 7 Congress finds the following:
- 8 (1) Since its passage, the Family and Medical
- 9 Leave Act of 1993 (referred to in this section as the
- 10 "FMLA") has assisted millions of employees in bal-

ancing the demands of their jobs with their family responsibilities. However, many eligible employees are not able to utilize the benefits of the FMLA because FMLA leave is unpaid. According to a 2000 survey on the FMLA by the Department of Labor, among those employees who need FMLA leave and don't take it, 78 percent don't take it because they can't afford it.

- (2) An analysis of national data from the 2000 FMLA survey by the Center for Women and Work at Rutgers University suggests that employees suffer severe financial hardship in order to be responsible family members and provide minor children and aging parents with the care they need. For example, among employees who needed to care for a seriously ill child—
 - (A) 42 percent took time off even though they received no pay while doing so;
 - (B) 46 percent received full or partial pay during at least part of the time off (including receiving pay for reasons such as use of vacation time); and
- (C) 12 percent could not take time off to care for the child due to lack of pay.

- 1 (3) Americans who provide direct care for their 2 family members prevent the worsening of illnesses 3 and promote strong recovery. For example, the 4 length of a child's stay in the hospital decreases by 5 31 percent when parents are able to be present.
 - (4) Forty-three percent of private sector employees do not have access to paid sick leave, as reported in the Bureau of Labor Statistics National Compensation Survey in March 2006. Of those employees who do have paid sick leave, many are not able to use their own sick leave to receive payment while caring for family members who are ill.
 - (5) Family and medical leave benefits strengthen and support the business sector through health care savings and increased employee retention and productivity.
 - (6) Demographic changes over the past few decades have altered the face and needs of the workforce. It is now common for both parents to be in the workforce and for men and women to also serve as the primary caregivers for elderly spouses or parents.
 - (7) According to the Bureau of the Census and the Bureau of Labor Statistics, 56 percent of women with children under age 1 are in the labor force,

1	while 71 percent of all women with dependent chil
2	dren under age 18 are in the labor force.
3	(8) Nearly ½ of Americans under the age of 60
4	expect to be responsible for the care of an elderly
5	relative in the next 10 years.
6	SEC. 3. GENERAL DEFINITIONS.
7	(a) In General.—The definitions provided by sec
8	tion 101 of the Family and Medical Leave Act of 1995
9	(29 U.S.C. 2611), other than the definitions of the terms
10	"eligible employee" and "employer", shall apply for pur
11	poses of this Act.
12	(b) Additional Definitions.—In this Act, the fol
13	lowing additional definitions shall apply:
14	(1) Board of Trustees.—The term "Board
15	of Trustees' means the Board of Trustees of the In
16	surance Fund.
17	(2) Insurance fund.—The term "Insurance
18	Fund" means the Family and Medical Leave Insur
19	ance Fund established under section 301.
20	(3) Managing trustee.—The term "Man
2.1	aging Trustee' means the Managing Trustee of the

Board of Trustees of the Insurance Fund.

TITLE I—FAMILY AND MEDICAL LEAVE INSURANCE PROGRAM

3	SEC. 101. PROGRAM DEFINITIONS.
4	In this title:
5	(1) Eligible employee.—The term "eligible
6	employee" means any of the following:
7	(A) An employee who—
8	(i) is an eligible employee, as defined
9	in section 101(2) of the Family and Med-
10	ical Leave Act of 1993 (29 U.S.C.
11	2611(2)) but is not an employee of the
12	Federal Government; and
13	(ii) earned wages with a covered em-
14	ployer for 12 of the last 18 months, prior
15	to filing an application for leave benefits
16	under this title.
17	(B) An employee—
18	(i) of a small employer that has elect-
19	ed to participate in the Program under
20	this title in accordance with such regula-
21	tions as the Secretary shall prescribe;
22	(ii) who meets the requirements of
23	subparagraphs (A) and (C) of section
24	101(2) of such Act (29 U.S.C. 2611(2)),

1	but is not an employee of the Federal Gov-
2	ernment; and
3	(iii) earned wages with a covered em-
4	ployer for 12 of the last 18 months, prior
5	to filing an application for leave benefits
6	under this title.
7	(C) A self-employed individual who has—
8	(i) elected to participate in the Pro-
9	gram under this title in accordance with
10	such regulations as the Secretary shall pre-
11	scribe;
12	(ii) self-employment income while a
13	covered employer for 12 of the last 18
14	months, prior to filing an application for
15	leave benefits under this title; and
16	(iii) paid premiums under section
17	1401(c) of the Internal Revenue Code of
18	1986 with respect to such self-employment
19	income.
20	(2) Employer-related definitions.—
21	(A) COVERED EMPLOYER.—The term
22	"covered employer" means a person—
23	(i) that is—
24	(I) an employer;

1	(II) a small employer that has
2	elected to participate in the Program
3	under this title in accordance with
4	such regulations as the Secretary shall
5	prescribe; or
6	(III) a self-employed individual
7	who has elected to so participate; and
8	(ii) that is not a voluntary plan em-
9	ployer.
10	(B) Employer.—The term "employer"
11	means a person that—
12	(i) is an employer, as defined in sec-
13	tion 101(4) of the Family and Medical
14	Leave Act of 1993 (29 U.S.C. 2611(4));
15	but
16	(ii) is not an entity of the Federal
17	Government.
18	(C) SMALL EMPLOYER.—The term "small
19	employer"—
20	(i) means any person engaged in com-
21	merce or in any industry or activity affect-
22	ing commerce who employs not less than 2
23	and not more than 49 employees for each
24	working day during each of 20 or more

1	calendar workweeks in the current or pre-
2	ceding calendar year; and
3	(ii) includes—
4	(I) any person who acts, directly
5	or indirectly, in the interest of an em-
6	ployer described in clause (i) to any of
7	the employees of such employer;
8	(II) any successor in interest of
9	an employer described in clause (i);
10	and
11	(III) any public agency, as de-
12	fined in section 3(x) of the Fair Labor
13	Standards Act of 1938 (29 U.S.C.
14	203(x)) that is an employer described
15	in clause (i) but is not an entity of the
16	Federal Government.
17	(D) VOLUNTARY PLAN EMPLOYER.—The
18	term "voluntary plan employer" means an em-
19	ployer for which the Secretary has approved a
20	voluntary plan under section 104 for the period
21	involved.
22	(3) Leave benefit.—The term "leave benefit"
23	means a family and medical leave insurance benefit
24	described in section 103.

- 1 (4) PROGRAM.—The term "Program" means 2 the Family and Medical Leave Insurance Program 3 established under section 102.
- 4 (5) VOLUNTARY PAID BENEFIT.—The term
 5 "voluntary paid benefit" means a family and medical
 6 leave insurance benefit provided under a voluntary
 7 plan approved under section 104 for the period in8 volved.

9 SEC. 102. ESTABLISHMENT OF PROGRAM.

- 10 (a) Federal Program.—The Secretary of Labor
- 11 shall establish a Family and Medical Leave Insurance Pro-
- 12 gram. In carrying out the Program, the Secretary shall
- 13 ensure that covered employers provide family and medical
- 14 leave insurance benefits described in section 103 to eligible
- 15 employees. At the direction of the Secretary, the Managing
- 16 Trustee shall pay funds from the Insurance Fund to reim-
- 17 burse the covered employers for the leave benefits.
- 18 (b) Employer Participation.—Each covered em-
- 19 ployer shall participate in the Program.

20 SEC. 103. PROGRAM BENEFITS.

- 21 (a) Entitlement.—Subject to subsections (b), (d),
- 22 and (e), an eligible employee of a covered employer shall
- 23 be entitled to a family and medical leave insurance benefit
- 24 for a total of 8 workweeks of leave taken under the Family
- 25 and Medical Leave Act of 1993 or other authority during

- 1 any 12-month period for 1 or more of the following rea-
- 2 sons:
- 3 (1) Because of the birth of a son or daughter
- 4 of the employee and in order to care for such son
- 5 or daughter.
- 6 (2) Because of the placement of a son or
- 7 daughter with the employee for adoption or foster
- 8 care.
- 9 (3) In order to care for the spouse, or a son,
- daughter, or parent, of the employee, if such spouse,
- son, daughter, or parent has a serious health condi-
- tion.
- 13 (4) Because of a serious health condition that
- makes the employee unable to perform the functions
- of the position of such employee.
- 16 (b) Waiting Period.—During each 12-month pe-
- 17 riod described in subsection (a), each eligible employee
- 18 shall be subject to a waiting period of 5 consecutive work-
- 19 days of leave described in subsection (a) (but not more
- 20 than 7 calendar days), during which a leave benefit shall
- 21 not be paid to the employee. The waiting period shall not
- 22 reduce the 8 workweeks of leave benefits available under
- 23 subsection (a).
- 24 (c) Benefit Amount.—

1	(1) In general.—Subject to paragraph (2), an
2	eligible employee's leave benefit for any workday or
3	which the employee takes leave as described in sub-
4	section (a) shall be calculated as—
5	(A) in the case of an employee with an an-
6	nual income of not more than \$20,000, an
7	amount equal to 100 percent of that employee's
8	daily earnings;
9	(B) in the case of an employee with an an-
10	nual income of more than \$20,000 and not
11	more than \$30,000, an amount equal to the
12	greater of—
13	(i) 75 percent of that employee's daily
14	earnings; or
15	(ii) 100 percent of the daily earnings
16	of an employee with an annual income of
17	\$20,000;
18	(C) in the case of an employee with an an-
19	nual income of more than \$30,000 and not
20	more than \$60,000, an amount equal to the
21	greater of—
22	(i) 55 percent of that employee's daily
23	earnings: or

1	(ii) 75 percent of the daily earnings of
2	an employee with an annual income of
3	\$30,000;
4	(D) in the case of an employee with an an-
5	nual income of more than \$60,000 and not
6	more than \$97,000, an amount equal to the
7	greater of—
8	(i) 40 percent of that employee's daily
9	earnings; or
10	(ii) 55 percent of the daily earnings of
11	an employee with an annual income of
12	\$60,000; and
13	(E) in the case of an employee with an an-
14	nual income of more than \$97,000, an amount
15	equal to 40 percent of the daily earnings of an
16	employee with an annual income of \$97,000.
17	(2) Indexing of annual income cat-
18	EGORIES.—
19	(A) IN GENERAL.—The Secretary shall
20	index the annual income amounts specified in
21	paragraph (1) for each calendar year, using the
22	national average wage index, as determined
23	under section 209(k) of the Social Security Act
24	(42 U.S.C. 409(k)).

1 (B) PUBLICATION.—Not later than the
2 November 1 preceding each calendar year, the
3 Secretary shall publish in the Federal Register
4 the indexed amount determined under subpara5 graph (A) for that calendar year.

(d) APPLICATION.—

(1) IN GENERAL.—To be qualified to receive a leave benefit under the Program, an eligible employee shall submit an application to the covered employer of the employee at such time, in such manner, and containing the information specified in paragraph (2), as appropriate, and such additional information as the Secretary may by regulation require.

(2) Certification requirements.—

(A) In GENERAL.—The covered employer shall require that an application submitted under paragraph (1) for a leave benefit related to leave taken for a basis described in paragraph (3) or (4) of subsection (a) contain a certification, submitted in a timely manner, issued by the health care provider of the eligible employee or of the son, daughter, spouse, or parent, as appropriate, and meeting the requirements of subsection (b) of section 103 of the

Family and Medical Leave Act of 1993 (29 U.S.C. 2613) in connection with such leave.

(B) RECERTIFICATION.—In any case in which the covered employer has reason to doubt the validity of the certification provided under subparagraph (A), the covered employer may require, at the expense of the covered employer, that the eligible employee obtain the opinion of a second health care provider designated or approved by the covered employer (subject to subsection (c) of such section 103) concerning the information certified under subparagraph (A). The employee shall submit the opinion as an amendment to the application.

(C) Resolution.—In any case in which the second opinion described in subparagraph (B) differs from the opinion in the original certification provided under subparagraph (A), the covered employer may require, at the expense of the covered employer, that the employee obtain the opinion of a third health care provider designated or approved jointly by the covered employer and the employee concerning the information certified under subparagraph (A). The opinion of the third health care provider con-

1	cerning such information shall be considered to
2	be final and shall be binding on the covered em
3	ployer and the employee. The employee shall
4	submit the opinion as an amendment to the ap
5	plication.
6	(e) Payment of Benefits to Eligible Employ
7	EES.—
8	(1) Determination.—The covered employer
9	shall review the application of the eligible employed
10	and determine whether to certify a leave benefit pay
11	ment for the employee.
12	(2) Provision of Payment.—If the covered
13	employer determines that the employer will certify
14	the payment, the employer shall provide the payment
15	to the eligible employee. Subject to subsection (d)(2)
16	and paragraph (4), the covered employer shall pro
17	vide the payment to the employee so as to maintain
18	as closely as possible, the regular payment schedule
19	used for the employee.
20	(3) Review.—Any eligible employee dissatisfied
21	with any initial determination under paragraph (1
22	shall be entitled to—
23	(A) reconsideration of the determination by
24	the covered employer;

1	(B) an appeal to the Secretary of the em-
2	ployer's final determination after such reconsid-
3	eration; and
4	(C) judicial review of the Secretary's final
5	decision after that appeal.
6	(4) Withholding of Certification and
7	PAYMENT.—In any case in which reconsideration, an
8	appeal, or a review, relating to a covered employer's
9	determination about certification of a leave benefit
10	payment, is or may be sought under paragraph (3),
11	the covered employer may withhold certification of
12	the payment, and provision of the payment, pending
13	such reconsideration, appeal, or review.
14	(5) Other compensation.—Except as other-
15	wise provided in this title, no employee shall be eligi-
16	ble to receive a leave benefit under the Program for
17	any period during which—
18	(A) the employee is receiving worker's
19	compensation, or unemployment compensation,
20	in connection with the event for which the em-
21	ployee is taking the leave; or
22	(B) the employee is receiving a voluntary
23	paid benefit from an employer under a vol-
24	untary plan approved under section 104 for the

period.

1	(f) Reimbursement to Covered Employers for
2	Benefits.—
3	(1) CERTIFICATION TO SECRETARY.—Subject to
4	subsection (e)(4), on the final decision of the covered
5	employer or on the final judgment of a court pursu-
6	ant to subsection (e)(3) that any eligible employee is
7	entitled to any payment under this section, and not
8	later than 1 year after making the payment to the
9	employee, the covered employer shall submit to the
10	Secretary an application in which the employer—
11	(A) certifies the name of the employee, the
12	date on which the payment was made, the
13	amount of the payment, and the address of the
14	employer; and
15	(B) requests reimbursement of the pay-
16	ment.
17	(2) Review and reimbursement.—
18	(A) REVIEW PERIOD.—The Secretary shall
19	review the application. Not later than 30 days
20	after receiving the application, the Secretary
21	shall approve or deny the application.
22	(B) Reimbursement.—If the Secretary
23	approves the application—
24	(i) the Secretary shall certify to the
25	Managing Trustee the name and address

1	of the covered employer, and the amount
2	of the payment; and
3	(ii) the Managing Trustee shall imme-
4	diately reimburse the covered employer by
5	paying the amount certified by the Sec-
6	retary from the Insurance Fund to the cov-
7	ered employer, subject to paragraph (4).
8	(3) Payment from insurance fund.—In
9	making reimbursements for leave benefit payments
10	under this section, the Managing Trustee may only
11	use amounts paid from the Insurance Fund.
12	(4) Limitation on payments.—
13	(A) IN GENERAL.—The Managing Trustee
14	shall not pay an amount from the Insurance
15	Fund that is greater than the amount remain-
16	ing in the Insurance Fund.
17	(B) Notice of insufficient funds.—
18	The Managing Trustee shall publish in the Fed-
19	eral Register a notice of insufficient funds when
20	the Managing Trustee determines that insuffi-
21	cient funds remain in the Insurance Fund to
22	reimburse covered employers for leave benefit
23	payments. When such a notice is in effect, the
24	employers shall not be required to pay leave
25	benefits under this section.

of insufficient funds is in effect, and the Managing Trustee determines that sufficient funds have been deposited to the Insurance Fund to make such reimbursements, the Managing Trustee shall revoke the notice, by publication in the Federal Register. On revocation of the notice, covered employers shall be required to pay leave benefits under this section (including leave benefits requested by eligible employees for periods when the notice was in effect).

(5) FINDING REGARDING CONGRESSIONAL AUTHORITY.—Congress finds that Congress has the authority to appropriate funds to the Insurance Fund, including appropriating such funds in periods of national crisis such as a period following a national disaster.

18 SEC. 104. VOLUNTARY EMPLOYER PLAN.

- (a) In General.—Any employer may submit an application to the Secretary for approval of a voluntary plan.
 The Secretary may require the employer to resubmit the
- 22 plan for approval on a annual basis. During a period for
- 23 which the Secretary has approved a plan, the applicant
- 24 shall provide a voluntary paid benefit under the plan rath-
- 25 er than participating in the Program.

- 1 (b) APPROVAL.—The Secretary shall approve the vol-2 untary plan of the applicant if the Secretary finds each 3 of the following with respect to the applicant:
- 4 (1) The rights afforded to the employees cov-5 ered under the plan are equal to or greater than the 6 rights afforded through the Program.
 - (2) The plan has been made available to all of the employees of the applicant employed in the United States or to all employees at any 1 distinct, separate establishment maintained by the applicant in the United States.
 - (3) The plan provides for insurance to be issued by an admitted disability insurer approved by the Secretary or equivalent insurance (which may be self-insurance).
 - (4) The applicant has consented to the plan and has agreed to make the premium contributions required, if any, and transmit the proceeds to the disability insurer, if any.
 - (5) The plan provides for the inclusion of future employees.
 - (6)(A) The plan will be in effect for a period of not less than 1 year and, thereafter, continuously unless the Secretary finds that the applicant has given notice of intent to terminate the plan, as de-

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1	scribed in subparagraph (B), and that the fee de-
2	scribed in subparagraph (C) has been paid.
3	(B) The notice shall be filed in writing with the
4	Secretary and shall be effective—
5	(i) on the anniversary of the effective date
6	of the plan next following the date of the filing
7	of the notice; or
8	(ii) if such anniversary would occur less
9	than 30 days after the date of the filing of the
10	notice, on the next anniversary of that effective
11	date.
12	(C) The applicant shall pay a fee to the Sec-
13	retary in such amount as the Secretary determines
14	to be adequate to provide leave benefits under this
15	title to all eligible employees of the applicant for a
16	period of at least 4 months, plus an amount to pay
17	administrative costs related to processing and paying
18	such benefits.
19	(D) Amounts received by the Secretary under
20	this paragraph shall be deposited in the Insurance

- this paragraph shall be deposited in the Insurance Fund.
- (7) The amount of deductions from the wages of an employee that is in effect for the plan shall not be increased on any date other than on the date of an anniversary of the effective date of the plan.

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- 1 (c) Orders and Withdrawal of Approval.—If 2 the Secretary finds that a voluntary plan employer is not 3 paying voluntary paid benefits required under the vol-4 untary plan to the employees under the plan, the Secretary 5 may order the employer to make the payments. If the Secretary finds that a voluntary plan employer is not complying with the provisions of the plan, including by not 8 paying voluntary paid benefits required under the plan, the Secretary may revoke the Secretary's approval for the 10 plan, and require the employer to participate in the Pro-11 gram.
- 12 SEC. 105. ADDITIONAL BENEFITS.

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- 13 (a) Additional Employer Benefits.—
 - (1) Covered employers.—Nothing in this title shall be construed to discourage a covered employer from providing an additional benefit in conjunction with leave described in section 103(a) to an eligible employee, in addition to the leave benefit provided to that employee. The additional employer benefit shall not reduce the amount of the leave benefit that an eligible employee receives under this title.
 - (2) VOLUNTARY PLAN EMPLOYERS.—Nothing in this title shall be construed to discourage a voluntary plan employer from providing an additional

benefit in conjunction with leave described in section
103(a) to an employee, in addition to the voluntary
paid benefit provided to that employee. The additional employer benefit shall not reduce the amount
of the voluntary paid benefit that an employee receives under a voluntary plan described in section
104.

(b) Collective Bargaining.—

- (1) More protective.—Nothing in this title shall be construed to diminish the obligation of a covered employer or voluntary plan employer to comply with any collective bargaining agreement or any employment benefit program or plan that provides greater paid leave rights to employees than the rights established under this title (including rights established under a plan described in section 104).
- (2) Less protective.—The rights established for employees under this title (including rights established under a plan described in section 104) shall not be diminished by any collective bargaining agreement or any employment benefit program or plan.
- 23 (c) SENSE OF THE SENATE.—It is the sense of the 24 Senate that Federal law should be enacted to permit a 25 State to continue to implement an existing (as of the date

- 1 of enactment of this Act) paid family and medical leave
- 2 or temporary disability insurance program that is deter-
- 3 mined by the Secretary to provide to employees equal or
- 4 greater rights than the rights established under the Pro-
- 5 gram.

6 SEC. 106. PROHIBITED ACTS BY EMPLOYER.

- 7 (a) Interference With Rights.—It shall be un-
- 8 lawful for any covered employer to interfere with, restrain,
- 9 or deny the exercise of or the attempt to exercise, any
- 10 right provided under this title.
- 11 (b) DISCRIMINATION.—It shall be unlawful for any
- 12 covered employer to discharge or in any other manner dis-
- 13 criminate against any individual for opposing any practice
- 14 made unlawful by this title.
- 15 (c) Interference With Proceedings or Inquir-
- 16 IES.—It shall be unlawful for any person to discharge or
- 17 in any other manner discriminate against any individual
- 18 because such individual—
- 19 (1) has filed any charge, or has instituted or
- caused to be instituted any proceeding, under or re-
- 21 lated to this title;
- 22 (2) has given, or is about to give, any informa-
- 23 tion in connection with any inquiry or proceeding re-
- lating to any right provided under this title; or

1	(3) has testified, or is about to testify, in any
2	inquiry or proceeding relating to any right provided
3	under this title.
4	SEC. 107. ENFORCEMENT.
5	(a) CIVIL ACTION BY EMPLOYEES.—
6	(1) Liability.—Any covered employer who vio-
7	lates section 106 shall be liable to any eligible em-
8	ployee affected—
9	(A) for damages equal to—
10	(i) the amount of—
11	(I) any wages, salary, employ-
12	ment benefits, or other compensation
13	denied or lost to such employee by
14	reason of the violation; or
15	(II) in a case in which wages,
16	salary, employment benefits, or other
17	compensation have not been denied or
18	lost to the employee, any actual mone-
19	tary losses sustained by the employee
20	as a direct result of the violation, such
21	as the cost of providing care, up to a
22	sum equal to 8 weeks of wages or sal-
23	ary for the employee;

1	(ii) the interest on the amount de-
2	scribed in clause (i) calculated at the pre-
3	vailing rate; and
4	(iii) an additional amount as liq-
5	uidated damages equal to the sum of the
6	amount described in clause (i) and the in-
7	terest described in clause (ii), except that
8	if a covered employer who has violated sec-
9	tion 106 proves to the satisfaction of the
10	court that the act or omission which vio-
11	lated section 106 was in good faith and
12	that the employer had reasonable grounds
13	for believing that the act or omission was
14	not a violation of section 106, such court
15	may, in the discretion of the court, reduce
16	the amount of the liability to the amount
17	and interest determined under clauses (i)
18	and (ii), respectively; and
19	(B) for such equitable relief as may be ap-
20	propriate, including employment, reinstatement,
21	and promotion.
22	(2) Right of action.—
23	(A) In general.—Except as provided in
24	subparagraph (B), an action to recover the
25	damages or equitable relief prescribed in para-

1	graph (1) may be maintained against any cov-
2	ered employer (including a public agency) in
3	any Federal or State court of competent juris-
4	diction by any 1 or more employees for and on
5	behalf of—
6	(i) the employees; or
7	(ii) the employees and other employ-
8	ees similarly situated.
9	(B) Limitation.—The right provided by
10	subparagraph (A) to bring an action by or on
11	behalf of any employee shall terminate—
12	(i) on the filing of a complaint by the
13	Secretary in an action under subsection
14	(b)(3) in which restraint is sought of any
15	further delay in the payment of the
16	amount described in paragraph (1)(A) to
17	such employee by an employer responsible
18	under paragraph (1) for the payment; or
19	(ii) on the filing of a complaint by the
20	Secretary in an action under paragraph (1)
21	or (2) of subsection (b) in which a recovery
22	is sought of the damages described in
23	paragraph (1)(A) owing to an eligible em-
24	ployee by an employer liable under para-
25	graph (1),

unless the action described in clause (i) or (ii)
is dismissed without prejudice on motion of the
Secretary.

(3) FEES AND COSTS.—The court in an action brought under this subsection shall, in addition to any judgment awarded to the plaintiff, allow a reasonable attorney's fee, reasonable expert witness fees, and other costs of the action to be paid by the defendant.

(b) ACTIONS BY THE SECRETARY.—

(1) Administrative action.—The Secretary shall receive, investigate, and attempt to resolve complaints of violations of section 106 in the same manner that the Secretary receives, investigates, and attempts to resolve complaints of violations of sections 6 and 7 of the Fair Labor Standards Act of 1938 (29 U.S.C. 206 and 207).

(2) CIVIL ACTION.—

- (A) RIGHT OF ACTION.—The Secretary may bring an action in any court of competent jurisdiction to recover the damages described in subsection (a)(1)(A).
- (B) Sums recovered.—Any sums recovered by the Secretary pursuant to this paragraph shall be held in a special deposit account

1	and shall be paid, on order of the Secretary, di-
2	rectly to each employee affected. Any such sums
3	not paid to an employee because of inability to
4	do so within a period of 3 years shall be depos-
5	ited into the Treasury of the United States as
6	miscellaneous receipts.
7	(3) Action for injunction by the sec-
8	RETARY.—The district courts of the United States
9	shall have jurisdiction, for cause shown, in an action
10	brought by the Secretary—
11	(A) to restrain violations of section 106
12	including the restraint of any withholding of
13	payment of wages, salary, employment benefits,
14	or other compensation, plus interest, found by
15	the court to be due to eligible employees; or
16	(B) to award such other equitable relief as
17	may be appropriate, including employment, re-
18	instatement, and promotion.
19	(4) Solicitor of Labor.—The Solicitor of
20	Labor may appear for and represent the Secretary
21	on any litigation brought under this subsection.
22	(c) Limitation.—
23	(1) Except as provided in paragraph (2), an ac-
24	tion may be brought under subsections (a) or (b) not

later than 2 years after the date of the last event

- 1 constituting the alleged violation for which the ac-2 tion is brought.
 - (2) WILLFUL VIOLATION.—In the case of such action brought for a willful violation of section 106, such action may be brought within 3 years of the date of the last event constituting the alleged violation for which such action is brought.
 - (3) COMMENCEMENT.—In determining when an action is commenced by the Secretary for the purposes of this subsection, it shall be considered to be commenced on the date when the complaint is filed.

 (d) Investigative Authority.—
 - (1) In General.—To ensure compliance with the provisions of this title, or any regulation or order issued under this title, the Secretary shall have, subject to paragraph (3), the investigative authority provided under section 11(a) of the Fair Labor Standards Act of 1938 (29 U.S.C. 211(a)).
 - (2) Obligation to keep and preserve Records.—Any covered employer shall make, keep, and preserve records pertaining to compliance with this title in accordance with section 11(c) of the Fair Labor Standards Act of 1938 (29 U.S.C. 211(c)) and in accordance with regulations issued by the

- 1 Secretary. The Secretary shall have access to the 2 records for purposes of conducting audits.
- 3 (3) Required submissions generally lim-ITED TO AN ANNUAL BASIS.—The Secretary shall 5 not under the authority of this subsection require 6 any covered employer or any plan, fund, or program 7 to submit to the Secretary any books or records 8 more than once during any 12-month period, unless 9 the Secretary has reasonable cause to believe there 10 may exist a violation of this title or any regulation 11 or order issued pursuant to this title, or is inves-12 tigating a charge pursuant to subsection (b).
 - (4) Subpoena power.—For the purposes of any investigation provided for in this section, the Secretary shall have the subpoena authority provided for under section 9 of the Fair Labor Standards Act of 1938 (29 U.S.C. 209).

18 SEC. 108. PENALTIES.

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- 19 (a) Penalties for Submission of False Certifi-
- 20 CATIONS.—If the Secretary finds that any individual sub-
- 21 mits a false certification of the health condition of any
- 22 person in order to obtain leave benefits under this title
- 23 with the intent to defraud, the Secretary shall assess a
- 24 penalty against the individual in an amount up to 100 per-
- 25 cent of the benefits paid as a result of the false certifi-

- 1 cation. Penalties collected under this subsection shall be
- 2 deposited in the Insurance Fund, notwithstanding the pro-
- 3 visions of title 31, United States Code and used to reim-
- 4 burse the covered employers involved for the amount of
- 5 the leave benefits.
- 6 (b) Criminal Penalties for False Statements
- 7 AND SOLICITATIONS.—Whoever—
- 8 (1) makes or causes to be made any false state-
- 9 ment in support of an application for leave benefits
- 10 under this title;
- 11 (2) knowingly presents or causes to be pre-
- sented any false written or oral material statement
- in support of any claim for leave benefits under this
- 14 title;
- 15 (3) knowingly solicits, receives, offers, pays, or
- accepts any rebate, refund, commission, preference,
- patronage, dividend, discount, or other consider-
- ation, whether in the form of money or otherwise, as
- compensation or inducement for soliciting a claimant
- to apply for leave benefits under this title, except to
- 21 the extent authorized by a law of the United States;
- 22 or
- 23 (4) knowingly assists, abets, solicits, or con-
- spires with any person to engage in an act that is
- prohibited under paragraph (1), (2), or (3),

- 1 shall be guilty of a felony and upon conviction shall be
- 2 fined under title 18, United States Code, or imprisoned
- 3 for not more than 5 years, or both.
- 4 SEC. 109. EDUCATION PROGRAMS.
- 5 (a) AUTHORITY.—The Secretary shall develop and
- 6 maintain a program of education concerning the rights
- 7 and leave benefits under this title.
- 8 (b) Notice to Employers.—The Secretary shall
- 9 provide to each covered employer a notice informing em-
- 10 ployees of the rights and leave benefits available under this
- 11 title. The notice shall be given by every covered employer
- 12 to each employee hired, and to each employee taking leave
- 13 as described in section 103(a).
- 14 SEC. 110. TREATMENT OF PAYMENTS AND REIMBURSE-
- 15 MENTS.
- 16 For purposes of the Internal Revenue Code of
- 17 1986—
- 18 (1) any payment of a leave benefit by any cov-
- 19 ered employer shall not be deductible; and
- 20 (2) any reimbursement of such payment shall
- 21 not be included in gross income.
- 22 SEC. 111. REGULATIONS.
- The Secretary shall issue regulations to carry out this
- 24 title.

1 SEC. 112. EFFECTIVE DATE.

- This title shall take effect on January 1, 2008, and
- 3 shall apply to periods of leave that commence on or after
- 4 January 1, 2009.

5 TITLE II—CIVIL SERVICE FAM-

6 ILY AND MEDICAL LEAVE IN-

7 SURANCE PROGRAM

- 8 SEC. 201. PROGRAM DEFINITIONS.
- 9 In this title:
- 10 (1) AGENCY.—The term "agency" means an
- agency covered under subchapter V of chapter 63 of
- title 5, United States Code.
- 13 (2) AGENCY EMPLOYEE.—The term "agency
- employee" means an employee who—
- 15 (A) meets the requirements of paragraph
- 16 (1) of section 6381 of title 5, United States
- 17 Code; and
- 18 (B) has earned wages with an agency for
- 19 12 of the last 18 months, prior to filing an ap-
- 20 plication for leave benefits under this title.
- 21 SEC. 202. ESTABLISHMENT OF PROGRAM.
- 22 (a) IN GENERAL.—The Director of the Office of Per-
- 23 sonnel Management shall establish a Civil Service Family
- 24 and Medical Leave Insurance Program, and shall issue
- 25 regulations providing for the implementation of the pro-
- 26 gram. In issuing the regulations, the Director shall require

- 1 that the Director shall provide, or that the agencies shall
- 2 provide, family and medical leave insurance benefits de-
- 3 scribed in section 103 to agency employees. The regula-
- 4 tions issued under this subsection shall include provisions
- 5 that are the same as regulations issued by the Secretary
- 6 to implement the statutory provisions of sections 103,
- 7 105, 109, and 110, except insofar as the Director may
- 8 determine, for good cause shown and stated together with
- 9 the regulations, that a modification of the regulations
- 10 would be more effective for the implementation of the
- 11 rights and protections under those sections. The regula-
- 12 tions shall provide for appropriate remedies and proce-
- 13 dures for violations of this title.
- 14 (b) Payment.—At the direction of the Director or
- 15 the head of an agency, as specified in the regulations, the
- 16 Managing Trustee shall pay funds from the Insurance
- 17 Fund for the leave benefits.

18 TITLE III—FAMILY AND MED-

- 19 ICAL LEAVE INSURANCE
- 20 **FUND**
- 21 SEC. 301. ESTABLISHMENT.
- 22 (a) In General.—There is created in the Treasury
- 23 of the United States a trust fund to be known as the Fam-
- 24 ily and Medical Leave Insurance Fund. The Insurance
- 25 Fund shall consist of such amounts as may be deposited

1 in, or appropriated to, such fund as provided in this sec-2 tion.

(b) Appropriations to Insurance Fund.—

- (1) Amounts appropriated.—There is appropriated to the Insurance Fund for fiscal year 2008 and each fiscal year thereafter, out of any moneys in the Treasury not otherwise appropriated, amounts equivalent to 100 percent of—
 - (A) the family and medical leave premiums imposed by sections 3101(c) and 3111(c) of the Internal Revenue Code of 1986 with respect to wages (as defined in section 3121 of such Code) reported to the Secretary of the Treasury or the Secretary's delegate under subtitle F of such Code after December 31, 2007, as determined by the Secretary of the Treasury by applying the applicable rates of premium payment under such sections to such wages, which wages shall be certified by the Commissioner of Social Security on the basis of the records of wages established and maintained by the Commissioner of Social Security in accordance with such reports; and
 - (B) the family and medical leave premiums imposed by section 1401(c) of such Code with

respect to self-employment income (as defined in section 1402 of such Code) reported to the Secretary of the Treasury or the Secretary's delegate on tax returns under subtitle F of such Code after December 31, 2007, as determined by the Secretary of the Treasury by applying the applicable rate of premium payment under such section 1401(c) to such self-employment income, which self-employment income shall be certified by the Commissioner of Social Security on the basis of the records of self-employment income established and maintained by the Commissioner of Social Security in accordance with such returns.

(2) Transferred from time to time from the general fund of the Treasury to the Insurance Fund. Such amounts shall be determined on the basis of estimates by the Secretary of the Treasury of the premiums, specified in paragraph (1), paid to or deposited into the Treasury, and proper adjustments shall be made in amounts subsequently transferred to the extent prior estimates were in excess of or were less than such premiums.

- 1 (3) INVESTMENTS.—All amounts transferred to
- the Insurance Fund under paragraph (2) shall be in-
- 3 vested by the Managing Trustee referred to in sec-
- 4 tion 302(c) in the same manner and to the same ex-
- 5 tent as the other assets of the Insurance Fund.

6 SEC. 302. BOARD OF TRUSTEES.

- 7 (a) Establishment and Membership.—With re-
- 8 spect to the Insurance Fund, there is established a body
- 9 to be known as the Board of Trustees of the Insurance
- 10 Fund which shall be composed of the Secretary of the
- 11 Treasury, the Secretary of Labor, the Commissioner of
- 12 Social Security, and the Secretary of Health and Human
- 13 Services, all ex officio, and of two members of the public
- 14 (both of whom may not be from the same political party),
- 15 who shall be nominated by the President, by and with the
- 16 advice and consent of the Senate.
- 17 (b) Terms and Vacancies.—Members of the Board
- 18 of Trustees shall serve for a period of 4 years. A member
- 19 of the Board of Trustees nominated and confirmed as a
- 20 member of the public to fill a vacancy occurring during
- 21 a term shall be nominated and confirmed only for the re-
- 22 mainder of such term. An individual nominated and con-
- 23 firmed as a member of the public may serve in such posi-
- 24 tion after the expiration of such member's term until the
- 25 earlier of the date on which the member's successor takes

1	office or the date on which a report of the Board is first
2	issued under paragraph (2) after the expiration of the
3	member's term.
4	(c) Managing Trustee and Secretary.—The
5	Secretary of the Treasury shall be the Managing Trustee
6	of the Board of Trustees. The Secretary of Labor shall
7	serve as the Secretary of the Board of Trustees.
8	(d) Basic Duties of the Board of Trustees.—
9	The Board of Trustees shall meet not less frequently than
10	once each calendar year. It shall be the duty of the Board
11	of Trustees to—
12	(1) hold the Insurance Fund;
13	(2) report to Congress not later than April 1 of
14	each year—
15	(A) on the operation and status of the In-
16	surance Fund during the fiscal year preceding
17	the fiscal year in which the report is made; and
18	(B) on the expected operation and status
19	of the Insurance Fund during the fiscal year in
20	which the report is made and the next 2 fiscal
21	years;
22	(3) report immediately to Congress whenever
23	the Board is of the opinion that the amount in the
24	Insurance Fund is unduly small; and

- 1 (4) review the general policies followed in man-
- aging the Insurance Fund, and recommend changes
- 3 in such policies, including necessary changes in the
- 4 provisions of law that govern the way in which the
- 5 Insurance Fund is to be managed.
- 6 (e) REQUIREMENTS RELATING TO ANNUAL RE-
- 7 PORT.—The report provided for in subsection (d)(2) shall
- 8 include a statement of the assets of, and the disburse-
- 9 ments made from, the Insurance Fund during the fiscal
- 10 year preceding the fiscal year in which the report is made,
- 11 an estimate of the expected income to, and disbursements
- 12 to be made from, the Insurance Fund during the fiscal
- 13 year in which the report is made and each of the next
- 14 two fiscal years, and a statement of the actuarial status
- 15 of the Insurance Fund. Such report shall also include an
- 16 actuarial opinion by an appropriate employee of the De-
- 17 partment of Labor certifying that the techniques and
- 18 methodologies used for the report are generally accepted
- 19 within the actuarial profession and that the assumptions
- 20 and cost estimates used for the report are reasonable.
- 21 (f) Liability.—A person serving as a member of the
- 22 Board of Trustees shall not be considered to be a fiduciary
- 23 and shall not be personally liable for actions taken in such
- 24 capacity with respect to the Insurance Fund.

1	SEC. 303. INVESTMENT OF THE FAMILY AND MEDICAL
2	LEAVE INSURANCE FUND.
3	(a) Obligations.—It shall be the duty of the Man-
4	aging Trustee to invest such portion of the Insurance
5	Fund as is not, in the trustee's judgment, required to meet
6	current withdrawals. Such investments may be made only
7	in interest-bearing obligations of the United States or in
8	obligations guaranteed as to both principal and interest
9	by the United States.
10	(b) Acquisition.—The obligations referred to in
11	subsection (a) may be acquired—
12	(1) on original issue at the issue price; or
13	(2) by purchase of outstanding obligations at
14	the market price.
15	(e) Obligations Issued for Purchase by
16	FUND.—The purposes for which obligations of the United
17	States may be issued under chapter 31 of title 31, United
18	States Code, are extended to authorize the issuance at par
19	of public debt obligations for purchase by the Insurance
20	Fund. Such obligations issued for purchase by the Insur-
21	ance Fund shall have dates of maturity fixed with due re-
22	gard for the needs of the Insurance Fund. Such obliga-
23	tions shall bear interest at a rate equal to—
24	(1) except as provided in paragraph (2), the av-
25	erage market yield (computed by the Managing
26	Trustee on the basis of market quotations as of the

- 1 end of the calendar month preceding the date of
- 2 such issue) on all marketable interest-bearing obliga-
- 3 tions of the United States forming a part of the
- 4 public debt that are not due or callable until after
- 5 the expiration of four years from the end of such
- 6 calendar month; or
- 7 (2) in a case in which such average market
- 8 yield is not a multiple of 0.1 percent, the multiple
- 9 of 0.1 percent nearest such market yield.
- 10 (d) Other Obligations.—The Managing Trustee
- 11 may purchase interest-bearing obligations of the United
- 12 States that are not described in subsection (c) or obliga-
- 13 tions guaranteed as to both principal and interest by the
- 14 United States, on original issue or at the market price,
- 15 only in cases in which the trustee determines that the pur-
- 16 chase of obligations described in this paragraph is in the
- 17 public interest.
- 18 (e) Disposition and Redemption of Obliga-
- 19 Tions.—Any obligations acquired by the Insurance Fund
- 20 (except public debt obligations issued exclusively to the In-
- 21 surance Fund) may be sold by the Managing Trustee at
- 22 the market price, and such public debt obligations may
- 23 be redeemed at par plus accrued interest.
- 24 (f) Crediting of Interest and Proceeds.—The
- 25 interest on, and the proceeds from the sale or redemption

- 1 of, any obligations held in the Insurance Fund shall be
- 2 credited to and form a part of the Insurance Fund.
- 3 SEC. 304. PAYMENTS FROM FAMILY AND MEDICAL LEAVE
- 4 INSURANCE FUND.
- 5 The Managing Trustee shall pay from time to time
- 6 from the Insurance Fund such amounts as the Secretary
- 7 of Labor certifies are necessary to make the payments pro-
- 8 vided for by section 103, and payments with respect to
- 9 administrative expenses under section 305.
- 10 SEC. 305. ADMINISTRATIVE EXPENSES.
- 11 (a) AVAILABILITY OF INSURANCE FUND.—Under
- 12 regulations that shall be prescribed by the Secretary of
- 13 Labor, funds shall be made available from the Insurance
- 14 Fund in connection with the administration of this Act
- 15 and the administration of related provisions of the Inter-
- 16 nal Revenue Code of 1986 in the same manner and extent
- 17 as funds are made available from the trust funds referred
- 18 to in section 201(g) of the Social Security Act (42 U.S.C.
- 19 401(g)) in connection with the administration of the rel-
- 20 evant provisions referred to in such section.
- 21 (b) AUTHORIZATION OF APPROPRIATIONS.—There
- 22 are authorized to be made available for expenditure such
- 23 amounts as Congress may determine to be appropriate to
- 24 pay the costs of the part of the administration of this Act
- 25 (including start-up costs, technical assistance, and costs

- 1 for small employers electing to participate in the Family
- 2 and Medical Leave Insurance Program) for which the Sec-
- 3 retary of Labor is responsible.
- 4 (c) Gifts and Bequests.—The Managing Trustee
- 5 may accept on behalf of the United States money gifts
- 6 and bequests made unconditionally to the Insurance Fund
- 7 for the benefit of the Insurance Fund or any activity fi-
- 8 nanced through the Insurance Fund and such gifts and
- 9 bequests shall be deposited into the Insurance Fund.
- 10 (d) Processing of Tax Data.—Section 232 of the
- 11 Social Security Act (42 U.S.C. 432) shall apply with re-
- 12 spect to this Act, in the same manner and to the same
- 13 extent as such section applies with respect to title II of
- 14 the Social Security Act (42 U.S.C. 401 et seq.).
- 15 SEC. 306. AMENDMENTS TO THE INTERNAL REVENUE CODE
- 16 **OF 1986.**
- 17 (a) Employee Premiums.—Section 3101 of the In-
- 18 ternal Revenue Code of 1986 (relating to tax on employ-
- 19 ees) is amended—
- 20 (1) by redesignating subsection (c) as sub-
- 21 section (d); and
- 22 (2) by inserting after subsection (c) the fol-
- lowing new subsection:
- 24 "(c) Family and Medical Leave Premiums.—

1	"(1) In general.—In addition to the taxes im-
2	posed by subsections (a) and (b), there is imposed
3	on the income of every individual a family and med-
4	ical leave premium equal to the applicable percent-
5	age of the wages (as defined in section 3121(a)) re-
6	ceived by the individual with respect to employment
7	(as defined in section 3121(b)).
8	"(2) Applicable percentage.—For purposes
9	of paragraph (1), the applicable percentage is—
10	"(A) 0.1 percent with respect to periods of
11	employment by a small employer (as defined in
12	section 3(b) of the Family Leave Insurance Act
13	of 2007) electing to participate in the Family
14	and Medical Leave Insurance Program (estab-
15	lished under section 102 of such Act); and
16	"(B) 0.2 percent with respect to all other
17	periods of employment.
18	"(3) Exception for certain employ-
19	MENT.—Paragraph (1) shall not apply with respect
20	to a period of employment—
21	"(A) by an employer during which the Sec-
22	retary of Labor determines the employer has in
23	effect a plan which is equivalent to or better
24	than the Family and Medical Leave Insurance

1	Program (established under section 102 of the
2	Family Leave Insurance Act of 2007); or
3	"(B) by a small employer (as so defined)
4	who has not elected to participate in such Pro-
5	gram.
6	For purposes of the preceding sentence, the Sec-
7	retary of Labor shall prescribe such regulations as
8	may be appropriate or necessary, including regula-
9	tions requiring documentation of employer pro-
10	grams.".
11	(b) Employer Premiums.—Section 3111 of the In-
12	ternal Revenue Code of 1986 (relating to tax on employ-
13	ers) is amended—
14	(1) by redesignating subsection (c) as sub-
15	section (d); and
16	(2) by inserting after subsection (c) the fol-
17	lowing new subsection:
18	"(c) Family and Medical Leave Premiums.—
19	"(1) In general.—In addition to the excise
20	taxes imposed by subsections (a) and (b), there is
21	imposed on every employer a family and medical
22	leave premium, with respect to having individuals in
23	such employer's employ, equal to the applicable per-
24	centage of the wages (as defined in section 3121(a))

1	paid by such employer with respect to employment
2	(as defined in section 3121(b)).
3	"(2) Applicable percentage.—For purposes
4	of paragraph (1), the applicable percentage is—
5	"(A) 0.1 percent with respect to small em-
6	ployers (as defined in section 3(b) of the Fam-
7	ily Leave Insurance Act of 2007) electing to
8	participate in the Family and Medical Leave In-
9	surance Program (established under section
10	102 of such Act); and
11	"(B) 0.2 percent with respect to all other
12	employers.
13	"(3) Exception for certain employers.—
14	Paragraph (1) shall not apply for any period with
15	respect to an employer to whom paragraph (1) of
16	section 3101(c) does not apply by reason of para-
17	graph (3) thereof.".
18	(c) Self-Employed Premiums.—Section 1401 of
19	the Internal Revenue Code of 1986 is amended—
20	(1) by redesignating subsection (c) as sub-
21	section (d); and
22	(2) by inserting after subsection (b) the fol-
23	lowing new subsection:
24	"(c) Family and Medical Leave Premiums.—

1 "(1) In general.—In addition to the taxes im-2 posed by subsections (a) and (b), there is imposed 3 for each taxable year, on the self-employment income 4 of every individual, a family and medical leave pre-5 mium equal to 0.2 percent of the amount of the self-6 employment income for such taxable year. 7 "(2) Exception for certain employers.— 8 Paragraph (1) shall not apply for any period with 9 respect to an employer who has not elected to par-10 ticipate in the Family and Medical Leave Insurance 11 Program (established under section 102 of the Fam-12 ily Leave Insurance Act of 2007).". 13 (d) Conforming Amendments to Social Secu-RITY ACT.—Section 201 of the Social Security Act (42) 14 15 U.S.C. 401) is amended— 16 (1) by striking "sections 3101(b) and 3111(b)" 17 both places it appears in subsection (a)(3) and in-18 serting "sections 3101(b), 3101(c), 3111(b), and 19 3111(c)", and 20 (2) by striking "section 1401(b)" both places it appears in subsection (a)(4) and inserting "sections 21 22 1401(b) and 1401(c)". 23 (e) Effective Date.—

L	(1) Employment premiums.—The amend-
2	ments made by subsections (a), (b), and (d)(1) shall
3	apply to wages paid after December 31, 2007.
1	(2) Self-employment premiums.—The
5	amendments made by subsections (c) and (d)(2)
5	shall apply to taxable years beginning after Decem-

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ber 31, 2007.